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The purpose of the survey was to discover how to offer the best library service to all residents in the county with the most efficient use of funds. The survey involved the following aspects: (1) legal structure, (2) fiscal structure, (3) administration, (4) standards of public library service, (5) standards of physical facilities, (6) school-public library relationship, and (7) specialized services. The conclusion of the survey is that library service to the people of Pierce County varies greatly throughout the county, and outside of the City of Tacoma, ranges from inadequate to poor with some localities having no service whatever. Under the present organizational structure there is no opportunity to maintain a high level of service. The only way to develop good library service is through cooperation by the amalgamation of all the libraries in the county into a library system governed by a board representing the five libraries with headquarters at the Tacoma Public Library. Advantages of forming a county library system include centralized processing and hiring, additional library services, and coordination of reference services. (CC)

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PUBLIC LIBRARY SERVICES in PIERCE COUNTY WASHINGTON

REPORT ON A SURVEY OF TACOMA PUYALLUP SUMNER MILTON AND PIERCE COUNTY DISTRICT PUBLIC LIBRARIES

LI 001677

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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PUBLIC LIBRARY SERVICES

IN

PIERCE COUNTY, WASHINGTON

Report on a Survey

of

Tacoma
Puyallup
Sumner
Milton

and

The Pierce County District
Public Libraries

by

John S. Richards

Gretchen Knief Schenk

Preface

The surveyors gratefully acknowledge the splendid cooperation received from library trustees and staffs, public officials and numerous private citizens deeply concerned with the development and improvement of the total public library program for Pierce County. All statements and recommendations offered in the following pages are the sole responsibility of the surveyors.

Tacoma
Washington
August 14
1965

John S. Richards

Gretchen Knief Schenk

Origin of County-wide Library Survey

Pierce County, Washington

The present overall survey of Pierce County's public libraries is the result of a joint request for such a study addressed to the Washington State Library by the four library boards of Tacoma, Puyallup, Sumner and Pierce County Library District. Milton's very small but attractive library was included later.

The requested survey's Purpose as outlined by the boards deserves close attention. The libraries' governing bodies, librarians and staffs desired to have

> "a clear understanding of how good library service may best be developed through prudent management of the public funds in our charge."

They declared themselves interested in

> "maintaining a high level of service to all residents of the entire area."

and wished to

> "explore any and all methods by which economics may be made in the interests of obtaining better service for the funds now being expended."

Furthermore, they wisely recognized that

> "our problems are interrelated and a comprehensive survey will point out how we may work together to solve problems of concern to all of us."

The full text of the agreement between the library boards as well as the survey outline are given below. The projected outline was followed within the time limits available to the surveyors.

SURVEY OF PUBLIC LIBRARY SERVICE THROUGHOUT PIERCE COUNTY, WASH.

Purpose

It is the desire of the boards, librarians and staffs of the libraries listed below to cooperate in requesting the Washington State Library to underwrite the cost of a thorough survey of public library service in Pierce County to the end that we, the elected officials and the general public, may have a clear understanding of how we may best develop good library service through prudent management of the public funds in our charge.

We are interested in maintaining a high level of service to all residents of the entire area. We wish to explore any and all methods by which economies may be made in the interest of obtaining better service for the funds now being expended.

We recognize that our problems are interrelated and a comprehensive survey will point up how we may work together to solve problems of concern to all of us.

The attached outline sketches the bare bones of content and by implication covers a vast amount of specific detail.

Signed,

_____
Chairman, Pierce County Library Board

_____
Chairman, Tacoma Public Library Board

_____
Chairman, Puyallup Public Library Board

_____
Chairman, Sumner Public Library Board

SURVEY OUTLINE

I. Legal structure
   a. Laws pertaining to each library
   b. Responsibility of elected officials
   c. Responsibility of library boards

II. Fiscal structure
   a. Current
   b. Potential
   c. Adequacy

III. Administration
   a. Board role
   b. Librarian role
   c. Staff

IV. Standards of public library service
   a. Measure of current programs
   b. Measure of future programs
   c. Measure of combined programs
   d. Analysis of financial support needed to bring library service up to standards
      1. with current pattern
      2. combining programs

V. Standards of physical facilities
   a. Adequacy of present
   b. Adequacy of future

VI. School-public library relationship
  a. Problems
  b. Solutions

VII. Specialized services
  a. Current
  b. Projected
  c. Requested
  d. Justification

VIII. Review of problems

IX. Suggested solutions

TACOMA AND PIERCE COUNTY FORM A PLANNING UNIT

The joint search for solutions to county-wide library problems as stated in the Purpose of the survey request has excellent precedence among the governmental units within Tacoma and Pierce County, and even beyond.

Tacoma and Pierce County are a part of the growing Puget Sound Industrial Complex, which includes King, Pierce, Kitsap and Snohomish counties and the cities of Seattle, Tacoma, Everett and Bremerton. This region includes a population of 1,622,900, about 54% of the total population of the state.

To cope with problems involving the entire area, the county commissioners of these four counties have formed the Puget Sound Governmental Conference,[1.] a free association of the counties and their cities. A jail study for the entire area and also an open space study have been completed. Others are projected. Currently the Governmental Conference is embarked on the greatest transportation study in the history of the state.

At the local level, Tacoma and Pierce County have a good record of cooperation in providing for better services to taxpayers. This spirit of cooperation is evident in the imposing County-City Building, the City-County Health Department, and joint operation of the jail. An informal agreement on purchasing is in force, the city buying for county government and school districts. A civic art commission to be supported by both the city and county is being proposed.

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1. Proceedings of the Institute for County Commissioners Pullman, Wash. March 9-10, 1965

Because of the growing importance of this Puget Sound Industrial Complex with its large combined urban population, and the important role which Tacoma and Pierce County are destined to play, cooperative library service likewise becomes increasingly important to all the people in the county as well as to their governmental authorities.

Population trends and forecasts for Washington project a possible population of 516,697 for Pierce County by 1985, an increase of approximately 75 percent. Strengthening, streamlining and coordinating present library services jointly now will enable the residents of Pierce County to have increasingly good quality library services available in the future no matter what the rate of population increase may be. All the libraries in Pierce County will then be well equipped to meet the complex demands that such population growth is sure to bring. Postponing the establishment of cooperative practices among the libraries will merely compound service problems later.

HISTORICAL DEVELOPMENT AND LEGAL STRUCTURE OF LIBRARIES

Through its library laws the State has fortunately provided for the establishment and development of library service which will be adequate to meet the long-range needs of Tacoma and all Pierce County residents, even if the population should increase 75% within the next twenty years.[1] Citizens' determination to provide themselves with public library service of potential excellence generally preceded the legislation.

HISTORICAL DEVELOPMENT

Historically, citizens' belief in the value of library service and their willingness to be taxed for library support have been amply demonstrated in Pierce County. Steilacoom's public library, a member of the Pierce County District Library system, was the first ever to be established in Washington. (1858). The Tacoma Public Library will celebrate its 80th anniversary in 1966.

1. Schmid, Calvin et al
   Population forecast for the State of Washington 1965 to 1985.
   Preliminary report 1965.

The libraries in Puyallup and Sumner, established in 1909 and 1922 respectively, have weathered wars and depressions, depending on much volunteer citizen help, both financially and physically. The Milton public library (1959) still requires considerable local assistance, though now paying the highest millage equivalent in the county.

The story of the founding of the Pierce County District Library in 1945, too, is replete with evidence of civic and professional concern. Library minded citizens together with librarians from the Tacoma Public Library canvassed the rural areas of Pierce County in 1937 and succeeded in getting a favorable vote to establish a county library. Almost immediately the measure was declared unconstitutional through a taxpayers' suit which claimed double taxation for library purposes in the city of Tacoma. A second attempt to establish library service for Pierce County succeeded in 1943 when a library district measure was placed on the ballot. All incorporated areas of the county were excluded from the vote as provided by law. This enabled the support of rural library service without raising the question of double taxation. The law provided another method for cities and towns to become a part of the system and eight towns have taken advantage of the contract provision to join the system and become part of the program.

Today the bulk of Pierce County's population lives in the unincorporated territory served by the Pierce County District Library. The area's high educational level is spread over the entire county and so is the demand for superior quality library service.

LEGAL STRUCTURE

Two types of libraries are now operating in Pierce County. Those established by cities and towns and municipally supported are: Tacoma, Puyallup, Sumner and Milton. All have five-member boards of trustees appointed by the mayor with the consent of the council. Support of these municipal libraries comes from the general fund. Under the control and guidance of boards of trustees

the libraries are operated as departments of municipal government.

The Pierce County Rural Library District was established by vote of the people living in unincorporated territory of the county in 1944. A five-member board of library trustees of the District Library, appointed by the county commissioners similar to municipal boards of trustees, serves staggered terms of five years. Neither city, town nor district library trustees may serve for more than two consecutive terms.

The greatest distinction between city, town and district libraries lies in the fact that the district library is a municipal corporation, which cannot be dissolved except through a vote of the people who created it originally. As a municipal corporation similar to a school district it also has its own taxing power, being limited by law to a tax of two mills ($2.00 per $1000 val.)

Washington Law (Revised Code of Washington, Sec. 27.12.180) permits any governmental unit authorized to maintain a library to contract with an existing library for services. Eight towns have taken advantage of this provision to become members of the District Library system. These communities are:

Buckley	Eatonville	Orting	Steilacoom
Carbonado	Gig Harbor	Roy	Wilkeson

RESPONSIBILITIES OF ELECTED OFFICIALS

Elected officials have great influence in assuring successful, modern library service by appointing well qualified men and women to the boards of library trustees in city, town and district libraries. In both the district and the municipal libraries the number of trustees (five) is the same at present, though the library law allows as many as seven members under certain conditions.

In cities and towns elected officials must also make an annual appropriation for the library, based on a budget generally prepared by the library board. This financial plan is to support the service as well as the community can reasonably afford, striving always toward reaching more adequate service according to state and national standards. Under the district library law county

commissioners are legally bound to levy the amount of money requested by the district library trustees' budget provided the levy does not exceed two mills.

Responsibilities of Library Boards

Washington's library law is very explicit regarding the responsibilities of library boards. Under Sec. 27.12.210 trustees are required to

1. Adopt bylaws, rules and regulations for themselves and the library
2. Have the supervision, care and custody of library property
3. Employ a librarian and, on his recommendation, other assistants, prescribe duties, fix compensation and remove them for cause
4. Submit an annual budget to the legislative body, showing financial needs, or, if trustees of a district library, prepare a budget, certify it, and deliver it to the county commissioners to make the necessary tax levy
5. Have exclusive control of the library's finances
6. Accept gifts of money or property for library purposes
7. Lease or purchase land for library buildings
8. Lease, purchase or erect library buildings
9. Purchase books, library materials and supplies
10. Do all other acts necessary for the library's orderly, efficient management

The law also requires the trustees to make an annual report to the legislative body of the governmental unit under which the library board serves, and to the State Librarian.

The board carries the legal responsibility for the library and is its legislative body.

Effect of Legal Structure on Library Development in Pierce County

As soon as Pierce County voters living within the unincorporated areas of the county approved the creation of a county district library in 1943, the way was opened for the establishment of new and improved library services thoughout the county.

Since a library district is a municipal corporation, it has all the powers and responsibilities of a governmental unit in so far as related to library management. Incorporated towns, not being an organizational part of the library district, participate in the program through contracts which specify that cities and towns will pay the same millage rate set by the district (not to exceed two mills).

In return the district will supply all library service. Cities and towns may continue to finance maintenance costs and any further services desired by the population with additional funds appropriated by the council, since no ceiling has been placed on city library support.

Finances, Personnel and Services

Prior to the district library law's passage in 1941 Pierce County residents living outside of Tacoma either had no local library service whatever or had to depend on highly inadequate town libraries. Were contractual agreements in existence between the district and all incorporated cities in the area today, it would be possible for residents living in the remotest section of the County to have access to the same quality library service available as the residents of Tacoma enjoy, though not as easily or readily.

Under a well organized district library system, the total financial ability of the district is the controlling factor of how far and how fast service is developed. By means of community libraries and bookmobiles all borrowers are reached.

To utilize the professional skills of all trained librarians to the utmost is another advantage of overall district-wide organization. Children's and young adult programs are developed over the entire service area, as are film and record services, service to groups, and reference services. When a community is large enough to warrant full-time professional staffing, this is done. Intensive in-service training programs for non-professional assistants are carried on by the professional staff to upgrade the quality of community service.

Because of the large volume of business, books are purchased at maximum discounts on the basis of the total need of the area, with an effort to secure the maximum use of each volume. Local communities have a voice in the selection of materials but all materials are purchased, cataloged and processed at headquarters. All book repairing and mending is also done centrally, freeing local

librarians to devote their entire attention to their patrons' needs. Any questions not answered by the local library are referred to the central reference librarian's attention. Speed in answering requests is emphasized. Readers using local libraries in Sumner, Puyallup, Milton, Lakewood, Anderson Island, Longmire or Roy are as vital and important, as entitled to expect high quality service as those using the Tacoma Public Library. Service, fast and free moving, is as little surrounded by hampering rules as possible. A good book collection, well qualified personnel and a fluid service pattern with the goal of meeting patrons' needs, describes the potential total library program for all of Pierce County today.

Effectiveness of Flexible Program

The effectiveness of this type of flexible library program now current throughout the State of Washington can best be demonstrated by a study of statistics on the changes in library service in the state after the Legislature passed the district library law in 1941.

	1940	1964	Increase or Decrease
Total population	1,736,191	3,012,000	74% +
Population served	967,716	2,823,930	192% +
Population unserved	568,465	188,370	67% -
Inadequate or no service	1,370,608	433,948	68% -
Reasonably adequate service	365,583	2,389,982	554% +
Circulation	7,175,346	20,523,585	186% +
Volumes in libraries	1,495,677	5,310,436	255% +
Volumes added in the year	Unknown	369,374	
Titles added in the year	Unknown	138,727	
Per capita support of served population	.61	$2.85	
Total number of towns	221	267	
Incorporated towns served by district libraries under 1941 law		135	
Number which could be part of district libraries but have not yet contracted		64	

The library laws of Washington are modern and flexible so citizens may provide themselves with the kind of service that will meet their needs. As underdeveloped as much library service still is in Pierce County, it has the

potential power to achieve standards for high quality service as established by the American Library Association and even now being approached by the Tacoma Public Library.

FISCAL STRUCTURE OF PUBLIC LIBRARIES IN PIERCE COUNTY

The variations in financial support currently being given the public libraries of Pierce County provide some clues as to the reasons for the variations in services offered in 1964. Only one library, Tacoma, approached the per capita support needed at present prices to carry on a full-scale library program with professionally trained librarians available to provide required specialized services.

Library	Population (A)	Assessed Valuation	Income	Per Capita	Millage Equivalent	Cost per Circulation
Tacoma *	151,300	$169,163,512	$657,512	$4.29	3.67	63 cents
Milton	2,426	1,267,092	5,017	2.06	3.78	34
Pierce Co.	161,889	130,092,995	276,223	1.70	2.00 **	35
Puyallup	13,000	11,303,787	38,212	2.94	3.14	41
Sumner	3,915	4,418,341	13,270	3.39	2.80	35
*Seattle	564,000	$900,227,892	2,716,994	4.00	2.41	62.5

**Legal limit

(A) Population figures based on Washington State Census Board's official tabulation of April 1, 1964, and Washington State Health Department estimate of July 1, 1964.

The current fiscal structure for the support of libraries in Pierce County demonstrates again the patent fallacy of the strictly go-it-alone policy that faces all but the largest libraries in the country today, especially from the standpoint of being able to employ a sufficient number of professionally trained, well qualified librarians.

As of August 1, 1965, there were 27 trained librarians on the staff of the Tacoma Public Library; 7 working in the Pierce County District Library, and 1 in Puyallup. The professional competence and experience of these 35 persons could gradually be spread over the entire county as additional trained librarians are added. This could be achieved under well organized cooperative arrangements

without "watering down" the services to Tacoma residents though a constant sharing of all-important know-how.

A closer analysis of the financial position of the various other libraries reveals distressing conditions. The town of Milton, which set up its own library in 1959, is paying the highest millage equivalent in the county yet has an income which can employ only one clerical worker a little more than half-time and provide only $2,000 per year for books.

Sumner's library has the highest per capita income in the county next to Tacoma, yet can neither hope to employ a professional librarian at present salary levels nor buy the books and other library materials required for each community library today.

Puyallup, with an income of almost $3.00 per capita, needs in addition to the staff it now has

1 professional librarian
3 assistants (1 college graduate)
3 clerical workers
1 page

to meet even the minimum interim "Standards for Small Public Libraries."

The Pierce County District Library has had neither the professional librarians nor added the required number of books and services during the past several years to serve its clientele adequately, though that problem should be at least partially solved within a reasonable period.

Unserved Communities

At present six incorporated communities still provide no local library service for their residents. Citizens are served neither by a local, close-by library outlet nor by the District Library bookmobile. They are:

Communities	Population	Assessed Valuation	Cost per Capita at 2 Mills
Bonney Lake	1,218	$ 813,347	1.34
Dupont	349	193,069	1.04
Fife	1,490	1,780,188	2.39
Fircrest	4,347	3,606,821	1.66
Ruston	727	1,902,585	5.23
South Prairie	214	69,921	.65

Due to lack of time the survey team did not discuss the need for library service with the elected officials of these towns. Except for the town of Ruston

the cost per capita for each of the towns would amount to no more than the price of a few gallons of gasoline per year and should prove no stumbling block to joining the Pierce County District Library eventually.

The six still unserved incorporated areas would add a population of less than 10,000 to the District Library's clientele, and less than $7,000,000 to the District's assessed valuation. Yet it is still important, because of current education and information needs, that these citizens of Pierce County also have available such tax supported library services as are presently provided for others in the area through their tax dollars. Today good library service is a universal requirement in <u>every</u> municipality no matter how small as the need for knowledge knows no town boundaries.

It is RECOMMENDED that steps be taken to inform <u>officials</u> of the six towns of current developments and improvements being undertaken in the District Library's program. It is further RECOMMENDED that District Library Board members and staff inform the <u>citizens</u> in these communities of the current library program to counteract any former experiences of inadequacy.

<u>Unfortunate Contract</u>

In the course of their study, the surveyors discovered an unfortunite contract currently in force between the Town of Fircrest and the Tacoma Public Library. For a token payment of $1,200 per year the residents of Fircrest are permitted to use the Tacoma Public Library, adults paying an additional $2.00 per year for their library card, children being served free of charge.

Historically, the service problem dates back to the time when Pierce County residents who worked in Tacoma were allowed to use the library without paying a non-resident fee. Undoubtedly the present contract between Fircrest city officials and the Tacoma Library Board, based on the legal provision RCW 27.12.280 "Library use by nonresidents", was entered into in a spirit of neighborly service as well as saving money for the Town of Fircrest, which at last count had a population of 4,347.

Today, Tacoma residents tax themselves $4.29 per person for library service, and nonresidents are being charged $5.00 per person for the use of a library card. Under these conditions the present contractual arrangement with Fircrest has no basis in logic (though permissible under the law) and cannot be defended from any financial or service standpoint.

That there are Fircrest citizens who want better library service close to their homes was proven when, following an address, one of the surveyors was asked: "What will the survey recommend for Fircrest? We need library services badly out there." So, even though Fircrest is chiefly a residential area, it still must, under present conditions in the second half of the twentieth century, provide its citizens with neighborhood library services. It is therefore

RECOMMENDED, that the current contract between Fircrest and the Tacoma Public Library be abrogated at its expiration and a new contract be executed with the Pierce County District Library Board for community library services and that the Town of Fircrest provide suitable quarters.

It is further RECOMMENDED, that citizens of the Town of Fircrest be encouraged to take an active interest in securing this new library program housed in quarters as well located and as attractive as those found in Gig Harbor.

PRINCIPLES OF PRUDENT MANAGEMENT

The above analysis of the current fiscal structure of the five independent libraries in Pierce County and the potentials of some small additional income from still unserved areas showed great variations in what citizens pay for their library service both on per capita and on millage bases.

While they may not have been aware of the spread in the variations, members of the library boards requesting the survey stated that they wished to have "a clear understanding of how good library service may best be developed through prudent management of public funds" even while "maintaining a high level of service to all residents of the entire area." They wished to "explore any and all methods by which economies may be made in the interest of obtaining better service

for the funds now being expended." They also realized that their "problems are interrelated" and that they need to "work together to solve problems of concern to all" as stated in the Purpose of the survey.

Their desire to "maintain a high level of service to all residents of the area" obviously confirms the boards' prime interest in the library user. "Bait is for the fish, not the fisherman." No present rule, regulation, form of library organization or procedure dare be considered sacrosanct and inviolable if a well considered change will bring a larger measure of "high level service" to residents of the area. It would by no means endanger "identity" were a community library as large as Puyallup, for instance, to contract with the District Library for service. There are several other "large" libraries comparable to Puyallup which, as city libraries, are members of library systems.

To cite a few examples:

Library	System	Population	Per Cap. Circu.
Bellevue	King County	14,350	20.75
Kent	" "	11,230	13.42
Mercer Island City	" "	14,100	12.24
Moses Lake	North Central	11,000	19.28 *
Puyallup		13,000	10.09

* Includes bookmobile circulation

Obviously, judging by the use citizens living in Bellevue and other larger communities make of their libraries, system membership (in a properly administered system) is an asset, not a liability.

Matters of Importance

A second point must be made before methods of improving library management can be discussed. Not all library activities are of equal importance to the user. This does not minimize their importance to an overall smoothly functioning library service. It simply states a fact. The library patron is chiefly interested in using a convenient, attractive library unit in his own community: (community library, station, bookmobile);

being served by a knowledgeable, well educated, sympathetic person;
finding the library materials and services he needs when and as he needs them;
being assured that he may get them promptly through inter-library loan if not immediately available to him;
being able to obtain what he needs without regard to jurisdictional boundaries;
being certain that board members will represent his broadest long-range interests.

The patron is <u>not</u> concerned as to who

owns the books and materials he reads and uses;
orders books and library materials as long as a knowledgeable and qualified librarian selects them;
holds book discussion and selection meetings - nor where they are held;
checks accounts, invoices, writes letters of complaint, or pays bills;
catalogs, processes, mends, binds, or discards books and materials;
prepares news releases, radio scripts, TV programs, gives book talks;
plans film and record programs, adult discussion meetings, group activities;
advises citizens on how to achieve better housing for their libraries;
carries on any and all other behind-the-scenes "housekeeping" activities.

Like a smoothly run household or a well prepared meal, the patron is chiefly interested in the direct evidence of good management and capable administration, not in the details which produced the results.

<u>Duplication of Efforts</u>

Prudent management will always seek to strengthen services of direct importance to patrons. Yet in the five libraries of Pierce County as in countless others, services must wait because there is quintuple book ordering, cataloging, processing - and whatever else is undertaken on that list which is only of indirect concern to the library user. Librarians of the five libraries still would select books and library materials which reflect the needs and interest of their users. Were duplication of activities eliminated, only one order would need to be written, one invoice checked, one bill paid, one cataloging department would prepare and process all library materials.

Lincoln's famous "rat hole that will bear watching" in all Pierce County's library services is the duplication of efforts in five libraries doing essentially the same behind-the-scenes work because "this is our library and we do it this way."

Since these problems of duplication of effort in the five libraries are so interrelated, it will be necessary for the boards of library trustees and librarians

to come together in all humility and without pride to eliminate them step by step. No matter how long the road of legal and professional agreements, how difficult the problems may seem at the moment, these duplications must be eliminated to free present and future personnel for more direct, meaningful service to the taxpayer.

POTENTIAL FISCAL STRUCTURE

Washington's library laws make provision for almost every conceivable situation - also how five libraries may become partners in a major improvement program.

Every one of the five is supported by a millage equivalent of two or more mills. The law provides that when two mills are levied by the library district, additional funds may be levied by city or town councils to finance maintenance costs and such extra services as may be desired.

Since the District Library is presently limited to a 2-mill tax, a sound basic fiscal structure would result if the five libraries each pooled two mills for the elimination of duplication and the strengthening of all services which can be used jointly, such as a book, film and recordings pool, joint services of specialized trained personnel, joint purchase of supplies, joint use of bookmobiles, etc.

Under this plan on a two-mill basis approximately $700,000 (1964 assessments) would be available to all the people of Pierce County. Such a budget would pay better salaries, buy more books - at better discounts - and offer a wider range of services than can now be achieved through five budgets. Sufficient funds would still be available to each city or town library to spend for special maintenance costs and extra services as desired, as is shown below:

City	Income from 2 mills	Per capita 2 m. income	Spent by city for lib. services 1964 (Per capita amt.)	Bal. for city lib. expendit.
Tacoma	$338,327	$2.24	$4.29	$2.05
Puyallup	22,607	1.74	2.94	1.20
Sumner	8,836	2.25	3.39	1.14
Milton	2,534	1.04	2.06	1.02

Adequacy

Library service for rural areas in Washington was proposed in 1909. No special levy for library purposes was mentioned. In 1941 when the present county district library measure was enacted into law, a pegged levy of two mills under the sole control of the five-member board of library trustees seemed like great riches after the nation had just weathered its worst depression. This was also the period when the 40-mill limitation on all local government spending was proposed and passed.

The value of money changing constantly, the 2-mill ceiling for the support of district libraries is as inadequate in Washington today as all pegged levies are throughout the nation. Good library service begets greater and greater demand for more and more service - particularly in an age characterized by population and information explosions.

Citizens of Washington will undoubtedly find ways to solve their tax problems eventually. Until then, pooled funds wisely spent under policies developed by a 7-member board representing all county-wide library interests, will stretch farther than five separate funds as mentioned above. In addition, all possible support from state and private sources should be sought.

1. The state has a major stake in seeking excellence in all educational facilities, including public libraries.

2. It is still true that "Private wealth makes public good." Citizen interest in achieving high quality library services can continue to be a powerful influence as it has been in the past in Tacoma and Pierce County.

To speed legislative action on the plight of Washington's district libraries it is RECOMMENDED that trustees and citizens interested in a brighter financial future for all the libraries in Pierce County keep in constant close touch with officers and committees of the Washington Library Association since the fact remains that, at current levels of assessed valuations, the basic two mills available to district libraries are presently not adequate to finance library service that will meet state and national standards.

ADMINISTRATION

"Of the making of books there is no end", including books on library administration - the board's role, the librarian's, and that of the staff. The importance of the board's role can hardly be overemphasized as Washington's library law states "The management and control of a library shall be vested in a board of either five or seven trustees . . . ."

The board of library trustees is legally the library itself. The law "creates the board of trustees as the responsible body to hold and administer library property and funds and to formulate policies and guide the direction of the library's affairs. Trustees appoint and and pay librarian and staff and delegate to them the necessary authority to manage and operate the library, yet the board as an official body, with its legal powers and responsibility, continues to be the ultimate authority indefinitely through all vicissitudes and membership changes. A librarian may be able, conscientious, successful in transforming the library into something better than before, but officially he is only the board's agent, holding office at its pleasure and carrying out such policies and instructions as it sanctions. It cannot relinquish or evade its final responsibilities for everything which pertains to the library, its purposes, policies, functions, organization, services, funds, its governmental and public relations, its expenditures and costs, its standing in public estimation and its continual improvement."[1)]

In his book, The Public Libraries of the Pacific Northwest, Morton Kroll, as an objective political scientist, lists nine responsibilities with which a board should be concerned. The board

1. assures the general efficiency and progress of the library;
2. maintains good relations with local government and secures the interests of the library in the overall governmental organization and financial structure, in local planning and improvements;
3. weighs financial needs by national library standards, such as A.L.A. per capita standards of support, sees that these needs are convincingly presented to the public and to the appropriating authorities and perseveres until the standards are obtained; (Note: This does not apply to district libraries which operate on a fixed levy.)

1) Wheeler & Goldhor - Practical Administration of Public Libraries, Harper, 1962, p.55

4. understands the functions and qualifications of a competent librarian finding and appointing him, giving him a free hand in administrative matters, evaluating his leadership and supporting or dismissing him, but meanwhile helping him to overcome weaknesses;
5. considers, formulates, and decides on policies, especially those initiated and presented by the librarian, in the light of adequate evidence;
6. understands the functions and qualifications of the staff at its different levels, supporting the librarian in finding and appointing a staff of high quality, and in securing an adequate salary scale;
7. keeps in touch with the organization and activities of the library in cooperation with the librarian, without interfering with management, but reminding him on matters he may neglect, and through him measuring results in services, costs and reader satisfaction;
8. enlarges public and official understanding of the library, its purposes, problems and progress, so that its public relations may be fruitful;
9. understands, questions, has a voice in matters which affect public opinion and relations, such as service to readers, finances and operating costs and staff welfare, and places on record its decisions as to the policies involved in such matters, but leaving administration, the implementing of the board's policies, to the librarian and staff. [1)]

The responsibilities of individual library boards shift but by no means end with the organization of a contracting partnership between various city, town and district libraries. So much excellent experience has been gathered in this field in different areas of Washington, that the State Library staff can provide guidance in avoiding needless pitfalls and unnecessary complications in effecting a smooth changeover.

Individual libraries retain their own identity with enhanced stature due to better service. In the name of the sacred cow called "identity" patrons all over the country have been deprived of improved services, or the opportunity to provide themselves with better quality libraries. To readers using the libraries in Sumner, Gig Harbor, Puyallup or Lakewood the library remains theirs as long as the items listed on page 15, being of prime importance to readers, are present. Library trustees, as well as librarians or staffs, dare not let misplaced pride in "our library" provide the stumbling block keeping <u>all</u> Pierce County residents from achieving high standards of service. Local pride in particular community libraries is fully justified as long as that pride seeks to raise library service standards jointly since modern library service is "all of a piece."

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1) Kroll, Norton - The Public Libraries of the Pacific Northwest, U. of Wash. Press. 1960. Chapt. 7, pp. 134-231

The Librarian as Administrator

Administration has been defined in many ways but essentially it means "the directing that gets things done", and not, parenthetically, doing them personally. Administration requires a large amount of leadership, of creative vision, of the ability to imbue others with vision and a willingness to embark on a new undertaking.

It is the administrator's responsibility to emphasize that "change is fundamental to the progress of any institution or business; this appears especially true of libraries, often clinging to old methods and overlooking the saying "When we're through changing, we're through'."[1] An important mark of a good administrator, as identified by Nathaniel Stewart, is "a sensitivity to obsolescence of ideas and methods, as well as of building, books, regulations, services. Such things as blind worship of the L.C. catalog card, burdensome circulation records, inventories, etc., often lead to loss of many costly man-hours. Adaptability, in the interest of economy and service, is a unique and almost 'grass roots' responsibility."[1]

The administrator is also constantly engaged as an educator, training, developing and informing both staff and library trustees. While discussing library problems with trustees and staff members, the survey team repeatedly felt as though they were proposing a new or perhaps vague concept of a joint attack on library service problems for the benefit of all people living in Pierce County. Perhaps trustees had been so recently appointed to their posts that they had had little time to become familiar with the library service program that has been in operation in Washington since 1943 and more conspicuously since 1950 following the publication of the Bowerman Report.[2] Perhaps administrators took for granted that both trustees and staff members were conversant with large scale, cooperative library service activities for which the State of Washington has become nationally famous. Somewhere communication had evidently broken down.

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1) Wheeler & Goldhor - Op. cit. pp. 41,42
2) Bowerman, Charles E., A Proposed Regional Library Plan for the State of Washington. Washington State Library. 1950.

While boards of library trustees will make many far-reaching decisions of vital importance on cooperative undertakings, it will remain for the librarians of the various libraries to work out individual details of each new step. "It is a good administrative viewpoint that library leadership is a high and enjoyable adventure, each day filled with new problems to surmount".[1] Then self-pride, which often influences far too many decisions, jealousy, possessiveness and other traits which corrupt the spirit of good will and cooperation, will resolutely be downed. The end and aim of the "high and enjoyable adventure" is not a continuation of poor or mediocre services but a great, undaunted striving for general improvement of library services throughout Tacoma and Pierce County.

The Library Staff

The role of the library staff in administration cannot be underestimated. "The staff of the library as a group, its collective attitudes and opinions, inevitably and rightly influences administrative thinking, policies and decisions, just as the trustees and librarians influence the staff".[2] Each single staff member can do his part through enthusiasm, understanding, vision and patience to help create and maintain better library services. He will inform himself, not basing his judgments on hearsay and the ever-present grapevine, and then he will spread the news about modern, business-like yet always reader-oriented library services. To his family, relatives, friends and acquaintances every staff member is the library. He may not make the weighty decisions facing trustees, administrators or those second-in-command but he will most certainly be asked to interpret them. As a knowledgeable, informed staff member he plays an important role in library administration in every library in Pierce County.

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1) Wheeler & Goldhor. Op. cit p. 34

2) Ibid p. 76

GUIDES TO THE EVALUATION OF MODERN PUBLIC LIBRARY SERVICE

Just as other services have established standards of adequacy, librarians working through their national association have developed criteria based on experience which produces effective library service in communities of various size.

Public Library Service, a Guide to Evaluation, with Minimum Standards was compiled and approved in 1956 by the American Library Association. These Standards are based on library cooperation and state that:

> "Libraries working together, sharing their services and materials, can meet the full needs of the users. This cooperative approach on the part of libraries is the most important single recommendation of this document. Without joint action, most American libraries probably are not able to come up to the standard necessary to meet the needs of their constituencies."

This survey refers to and applies separate parts of these standards when pertinent.

Mention should also be made of Interim Standards for Small Public Libraries, prepared by a Sub-committee of the Public Library Association. It should be stressed that the Sub-committee considered that these standards should be regarded as an interim goal to service only until small libraries can meet the standards outlined in Public Library Service by joining a library system.

A comparison of the three smaller libraries included in the survey with both the Interim Standards and the ALA Standards are shown on the accompanying charts.

COMPARISON OF PUYALLUP PUBLIC LIBRARY WITH INTERIM AND ALA STANDARDS

(1964 data)

	Interim Standards for Small Public Libraries	Puyallup Public Library (1)	ALA Public Library Service Standards
Population	10,000 - 25,000	12,063	
Hours Open	45 - 60	62	
Book Stock	26,000	35,061	100,000
Titles added yearly	5% of basic collection	4% (1527 vols.) 2)	4,000 - 5,000
Books discarded yearly	5%	1.7% for 12 yrs.	5%
Periodicals	75 - 100	124	300 - 400
Recordings	200 - 500	206	1,500
Film Service	Borrow or Film Circuit	---	250
Personnel	2 professional 3 assistants (1 college graduate) 2 clerical 1 page	1 professional 3 3/4 assistants	1 for each 2,500 population 1 professional for each aspect of library service; e.g. Adult, Children's, Bookmobile, etc.

(1) Information from Puyallup Public Library Annual Statistical Report.

2) 965 Adult
96 Young People
466 Juvenile
No records were available as to titles but we may assume the majority of the reported volumes represent single copies and therefore approximate number of titles. The 4% is therefore an estimated figure.

COMPARISON OF SUMNER PUBLIC LIBRARY WITH INTERIM AND ALA STANDARDS

	Interim Standards for Small Public Libraries	Sumner Public Library (1)	ALA Public Library Service Standards
Population	2,500 - 5,000	3,156	---
Hours Open	15 - 30	41	---
Book Stock	10,000	11,915	100,000 currently useful
Titles added yearly	5%	773 (6.5%)	4,000 - 5,000
Books discarded yearly	5%	2% for 5 yrs.	5%
Periodicals	25 - 50	41	300 - 400
Recordings	100 - 150	7	1,500
Film Service	Borrow or Film Circuit	---	250
Personnel	1 college graduate 1 clerical 1 page	1 H.S.Graduate 2/3 assistant	1 per 2,500 population 1 professional for each aspect of library service; e.g.,Adult, Juvenile Bookmobile, etc.

(1) Information from Sumner Public Library Annual Statistical Report.

COMPARISON OF MILTON LIBRARY WITH INTERIM AND ALA STANDARDS

	Interim Standards for Small Public Libraries	Milton Public Library	ALA Public Library Service Standards
Population	Under 2,500	2,426	Member of a system
Hours Open	15 hrs. per week	16	15 or more
Book Stock (base)	10,000	5,642	100,000 or more in system
Titles added yearly	5%	16%[1]	4,000 - 5,000
Books discarded yearly	5%	.3%[1]	5%
Periodicals	25	11	300 - 400
Recordings	Borrow or gifts	0	1,500
Film Service	Member of circuit	0	250
Personnel	1 college graduate 1/2 page	1/2	1 per each 2,500 population 1 professional for each aspect - Administration Technical Process Adult Young People Juvenile Extension, etc.

1) Milton acquired 942 volumes in 1964. Some of these were gifts. Time did not permit a careful scrutiny of the quality. In general it may be said that Milton's acquisition rate is high, its discard rate is low as it has not yet achieved a basic collection of adequate size.

While this comparison of the libraries with the Interim Standards shows that Puyallup and Sumner have attained the minimum number of books specified by the Standards, they have failed to carry on a systematic weeding program of their book collections to keep these collections fresh and interesting. With only 1.7 percent and 2 percent of discards yearly a good deal of dead wood remains on their shelves, which reduces the effectiveness of their book collections.

They have also each year been unable to add the number of new titles as required by the standards. Puyallup added 1,527 volumes in 1964, the major portion of which we may assume were single copies. The figure of volumes, then, approximates titles. Standards indicate a minimum of 1,750 titles as needed in Puyallup currently. Milton added more than the required number of titles during the year through the acceptance of gifts as the book funds were not ample enough to acquire volumes through purchase. The policy of depending upon gifts is not recommended as years of experience have shown a really representative collection of worthwhile items cannot be acquired in this way.

Perhaps even a greater discrepency is in the size of the staff. The Interim Standards recommend approximately twice that employed currently by any of the three libraries. The program of the Puyallup Library would be greatly strengthened if a second professional assistant and the extra clerical help were available.

The difference between the Interim Standards and the A.L.A. Standards should also be mentioned. Under a regional system the 100,000 book stock could be realized as well as 4,000 new titles yearly by the loan of material.

Library Materials

> "The public library, as an institution, exists to provide materials which communicate experience and ideas from one person to another. Its function is to assemble, preserve and make easily and freely available to all people the printed and other materials that will assist them to:
>
> Educate themselves continuously
> Keep pace with progress in all fields of knowledge
> Become better members of home and community
> Discharge political and social obligations
> Be more capable in their daily occupations
> Develop their creative and spiritual capacities

Appreciate and enjoy works of art and literature
Make such use of leisure time as will promote
personal and social well being
Contribute to the growth of knowledge

Physically, the materials cover a wide variety of forms: books, periodicals, pamphlets, newspapers, pictures, slides and films, music scores, maps, recordings, and the various forms of micro-reproduction. Together they provide a reservoir of knowledge which supplies inquiring minds."

Library surveyors make a qualitative analysis of library materials by checking them against regularly issued basic recommended lists in general use by libraries. Had there been time, the surveyors would have made a study of the individual book collections in greater depth.

The public libraries in Pierce County are of three different types - a large public library, a library district and three smaller public libraries, each with special service problems and differing clientele, consequently it seemed best to use lists which would sample and compare book selection policies in materials important to all libraries.

The following lists then, were checked by four libraries: (Tacoma, Pierce, Puyallup and Sumner)

Notable Books of the Year - 1955-1956; 1958-1964

This annual list is compiled by the Notable Books Council.

In the judgment of the Council:

"These books have made a contribution to literature and general knowledge through their informational value, literary excellence, perception and sincerity of presentation."

Thirty-four libraries from all sections of the United States, assisted the twelve member Council in compiling the list.

Notable Children's Books - 1955-1964

This annual list is selected by the book evaluation committee of the Children's Service Division of the American Library Association, aided by suggestions from children's librarians in 38 libraries.

Adult Books Significant for Young People - 1956-1964

A yearly list compiled by Young Adults Service Division of the American Library Association. The purpose of this list is to present and promote the use

of adult books of the year which also make good recreational reading for young adults. This is a list of interesting, proven and potentially useful adult books that appeal to the greatest number of young people.

All of the books meet a reasonable standard of literary merit, the subject matter is varied to provide for different reading tastes and there is a broad range of reading level. The list includes books suitable for the average teenager, as well as the more mature reader.

Books for the Teen-Age - 1963, Issued by the New York Public Library

Libraries were asked to check sections of the Pacific World, Asia-Round-About, Japan, China, India, Russia, Israel, the Middle East, Africa, Spain and Italy.

In addition, four buying lists in specialized fields were included:

Business Books of 1964
Reference Books of 1964
Technical Books of 1964
Outstanding Educational Books of 1964

Since two of the libraries are smaller their reference collections were also checked against the list - Suggested Reference Books for Small Libraries prepared under the Small Library Project of the American Library Association. This list includes 168 titles with 91 starred items for first purchase.

The results of the check are shown on the accompanying two charts (pp. 29-30) and need some interpretation. Taking the first two lists from which the libraries have been buying for approximately 10 years, we find that the Tacoma Public Library has almost 100 percent of all titles, while Pierce County Library District has 80-83 percent.

The yearly lists of Notable Books and Distinguished Children's Books include titles which most libraries would buy on publication because of favorable review and which would be purchased later upon receipt of the list, if they had been missed. In other words, they are books which belong in every library because of their excellence and timeliness.

LIST	TACOMA		PIERCE COUNTY		PUYALLUP		SUMNER		McCORMICK BR. TACOMA		TENZLER BR. PIERCE CO.	
	Titles	Per Cent	Titles	Per Cent	Titles	Per Cent	Titles	Per Cent	Titles	Per Cent	Titles	Per Cent
NOTABLE BOOKS 1955-1956; 1958-1964 433 Titles	428	100	347	80	153	35	88	21	206	47	145	33
DISTINGUISHED CHILDREN'S BOOKS 1955-1964 388 Titles	383	100	328	83	152	39	63	16	270	72	144	37
INTERESTING ADULT BOOKS FOR YOUNG PEOPLE 1956-1964 218 Titles	217	100	215	100	127	58	103	47	166	71	113	51
BOOKS FOR THE TEEN AGE N. Y. PUBLIC LIBRARY 190 Titles	178	88	134	70	16	8	45	23	107	72	62	32
BUSINESS BOOKS OF 1964 78 Titles	44	56	15	19	5	6	1	1				
REFERENCE BOOKS OF 1964 96 Titles	72	75	32	33	44	45	5	5				
TECHNICAL BOOKS OF 1964 100 Titles	56	56	24	24	3	3	1	1				
OUTSTANDING EDUCATIONAL BOOKS 1964 33 Titles	8	24	6	18	2	6	1	3				

SUGGESTED REFERENCE BOOKS FOR SMALL LIBRARIES	PUYALLUP		SUMNER	
	Titles	Per Cent	Titles	Per Cent
168 Titles listed	111	66	62	36
91 Items starred for first purchase (Included in total)	60	65	41	45

The differential in the holdings of Tacoma Public Library and Pierce County District Library result from the restricted buying policy of the District Library. The District Library has consistently budgeted for the maximum two mill levy and just as consistently underspent. One of the most serious aspects of this policy has been the starvation of the book collection. The amount spent for books in the last five years has ranged from 9 to 16 percent of the available funds when the amount should have been at least 20 percent. The Pierce County District Library is a relatively new library and instead of building up its book collection, it has lost ground over the years as its clientele increased. Instead of a minimum combined resources of 1 1/2 books per capita, it has at present .8 of a book per capita. Moreover, the small collection has not been systematically weeded and has many books no longer useful. Since it has been the general policy of the District Library to limit the purchase of non-fiction to one copy only, the number of titles in the library do not tell the whole story. Duplication of really significant titles is a necessary part of good library service. Tacoma Library, owning 100 percent of the titles and serving a smaller population, bought an average of five copies per title.

Holdings for McCormack Branch in Tacoma and the Tenzler Branch in Pierce County have been included and the better showing made by the city branch is again due to a more liberal book acquisition policy which not only purchased more titles but also duplicated the more important titles.

The holdings of Puyallup and Sumner extending over the 10 year buying period from these two lists, represent a small proportion of some of the more important books issued during the last ten years.

The list, Interesting Adult Books for Young People, merits comment. Not only do both City and District libraries have a higher proportion of these titles, but Puyallup and Sumner make a relatively better showing than in any other list checked. The titles on this highly selective list are of course equally interesting to the average adult, which is why the books are generally included in the collections.

The Tacoma Public Library has a young people's collection but at the moment no librarian is assigned to work with young people. It was perhaps revealing that many of these titles on the Tacoma list were marked "Adult Only", indicating that they had not been duplicated for the young people's collection. The young people's collection at both Puyallup and Sumner include few, if any, of the books on the list and the collections leave the impression of being made up largely of old and unattractive editions of classics, standard titles and children's books. Separate collections of books need not necessarily be maintained for young people, and is not recommended for these libraries. However, the reading interests of this age group must be considered in book purchases and at least one librarian have,as a special area of responsibility,work with the young people.

Puyallup reported that this collection was being retired and no separate collection for young people would be maintained. The fact remains that nothing is being done in any library in Pierce County today to promote library work with young adults. This is the group of youth which discontinues their use of the public library before they may drop out of school. It would seem that the library has a special responsibility to these teen-agers as it has always had to their younger brothers and sisters.

The next list checked was sections of the New York Public Library list. Books for the Teen-Ager was included because it represents a longer list arranged by subject. The city and district libraries had a reasonable proportion of these titles, Puyallup had 8 percent of the titles, Sumner 23 percent.

Four specialized lists of 1964 titles in the fields of reference, business, technical and education books were included, since the best books on these subjects should be available to Pierce County people. Results were about as might be expected. Tacoma Public Library, in line with its more liberal book selection policy, had from 24-75 percent of these titles, the District Library had considerable fewer titles, and the two independent libraries almost none. It is in

these fields that library cooperation really pays off. It would be extravagant for every library to buy widely in special fields. Cooperation opens up the total resources to all of the people, and provides for coordinated book buying which avoids duplication.

Measure of Current Programs

There obviously is great inequality in the library service and materials available to the approximately 341,000 residents of Pierce County. Those living in Tacoma, about 44% of the total population, have access to library services which reach or closely approach the standards set by the American Library Association. The other 56% of Pierce County residents have from inadequate to poor service, and in some cases no service whatever. It should be stated that this pattern is all too common throughout the United States where little or no attempt has been made to secure library cooperation. In general only the large cities and counties have been able to finance really good service as separate entities independently of other libraries.

The Tacoma Public Library will celebrate the 80th anniversary of its founding next year. During this time it has been a part of a growing metropolis which has provided for the library as it has provided for other city services.

The Pierce County District Library, established just twenty years ago, was established to give library service to all residents outside of incorporated areas and to such incorporated areas as desired to join the District Library. The District Library began as a very small operation and has failed to keep pace with the growth and development of the district and the needs of its citizens. This is due to an absence of planning and to a penurious policy which has refused to spend the two mill levy for the current yearly program. As a result the book collection is completely inadequate and includes only .8 of a book per capita instead of the 1½-2 books per capita which should be available. Moreover, since the book collection has not been systematically weeded many of these books are no longer useful.

The seven professional librarians at the District Library headquarters are spending too much of their time on outmoded and time consuming operational procedures

and thus are unable to devote their professional talents to the needs of patrons by working with the community libraries and the citizens. Bookmobile service and branch service are handled as two separate operations and should be combined under one person. The method of exchanging books in the branches should be streamlined eliminating the typing and checking of long invoices.

No printed cards are being used in the cataloging process and time is being wasted by the typing of all cards used. The reference service and the referral of book requests to the Tacoma Public Library is slow. Daily visits to the Tacoma Library should be made rather than once every two weeks as at present.

The accompanying chart lists current statistics for the Pierce County District Library, another district library, King County, and two regional libraries: The Yakima Valley Regional Library which serves Yakima City and District, and the North Central Regional Library which serves a five county District of Chelan (including the City of Wenatchee), Okanogan, Ferry, Douglas and Grant.

With its nearly 400,000 people and its support of $2.39 per capita, produced by the two mill levy, King County has since its organization in 1943 assembled a book collection of 487,191 volumes; employs a staff of 34 professionals and 222 non-professionals; and circulates 6.19 books per capita.

In contrast to King County, the two regional libraries with their smaller populations and assessed valuations have been able to approach minimum national standards by pooling their resources. In each case these library systems have provided access to collections that are nearing 2½ volumes per capita, and have attained a per capita circulation twice that of Pierce County. If the personnel figures are analyzed it is seen that the two regional libraries have 7.6 and 9.7 non-professionals for each professional assistant, whereas Pierce County has only 4, a further indication that the professional staff of the Pierce County District Library is overburdened with clerical duties.

The survey has shown that the public libraries of Puyallup and Sumner do not presently meet the Interim Standards of the ALA which are only intended to serve until libraries of small and medium size may become a part of a library system.

	Population served	Expenditures per capita	Total Book Stock	Circulation per capita	Personnel	
					Professional	Non-Professional
King County Public Library	390,149	$2.39	487,191	6.19	34	222
North Central Regional Library	120,660	2.73	230,696	8.41	6	45.04
Pierce County District Library	161,889	1.25	138,930	3.52	7	28.14
Yakima Valley Regional Library	131,737	2.06	239,640	6.82	7	67

COMPARISON OF TACOMA PUBLIC LIBRARY WITH ALA PUBLIC LIBRARY STANDARDS

	ALA	Tacoma Public Library
Population	100,000 or more	151,300
Hours Open		
Headquarters	72	69
Community		
1. 25,000 - 49,999	60	2 outlets, 39 hours
2. 10,000 - 24,999	45 - 60	4 outlets, 39 hours
3. 5,000 - 9,000	30 - 45	
4. 2,500 - 4,999		
5. Under 2,500		
Book Stock (base)	226,950 - 302,600	430,381
Current Acquisitions		
Titles	4,000 - 5,000	5,965
Juvenile	400 - 500	957
Young People	250	0 1.)
Duplicate copies	30,260	27,893
Discarding	5% per year	2 1/2% per year
Periodicals		
Titles	300 - 400	1,052
Retention	50%	636 (60%)
Recordings		
Basic	1,500	3,331
Current	300	347
Films		
Basic	250	
Current	25	2.) (own 2

COMPARISON OF TACOMA PUBLIC LIBRARY WITH ALA PUBLIC LIBRARY STANDARDS (continued)

	ALA	Tacoma Public Library
Other Materials		
Pamphlets	X	Yes
Maps	X	Yes
Filmstrips	X	0
Slides	X	0
Documents	X	Yes
Clippings	X	Yes
Microfilm	X	Yes
Photos, Pictures, Prints, etc.	X	Yes
Personnel - Total		
Professional	20	27
Non-professional	40	51.1
Total	60.5	78.1

1.) No separate record of young people's titles is kept. Since Tacoma Public Library maintains a special collection for young people it is reasonable to assume that at least 250 of the 5,965 titles purchased are suitable for young people.

2.) Tacoma Public is a member of the Washington Public Library film circuit program which owns 650 films and purchases 88 new titles each year. The Library receives 25 + titles each month. In addition, the library owns 27 titles of its own.

COMPARISON OF PIERCE COUNTY LIBRARY DISTRICT WITH ALA PUBLIC LIBRARY STANDARDS

	ALA	Pierce Co. Library District
Population	100,000 or more	161,889
Hours Open		
Headquarters	Not comparable	_____1.)
Community		
1. 50,000 or more	72 hours per week	Have none this size
2. 25,000 - 49,999	60 hours per week	1 outlet, 38 hrs. per week
3. 10,000 - 24,999	45-60 hours per week	1 outlet, 27 hrs. per week
4. 2,500 - 9,999	15-30 hours per week	3 outlets, 14-20 hrs. per week
5. Under 2,500	15 hours or more	17 outlets, 4-14 hrs. per week
Book Stock (base)	242,832 - 323,778	138,930
Current Acquisitions		
Titles per year	4,000 - 5,000	3,777
Juvenile	400 - 500	927 2.)
Young Adult	250	0
1 duplicate volume for each 5 persons	32,382	13,748
Discarding	5% per year	.8% per year
Periodicals		
Titles	300 - 400	124
Retention	50%	58%
Recordings		
Basic	1,500	767
Current	300	144
Films		
Basic	250	0
Current	25	0
Other Materials		
Pamphlets	X	Yes
Maps	X	
Filmstrips	X	
Slides	X	
Documents	X	
Clippings	X	Yes
Microfilm	X	
Photos, Pictures, Prints, etc.	X	Yes

COMPARISON OF PIERCE COUNTY DISTRICT LIBRARY WITH ALA PUBLIC LIBRARY STANDARDS (cont'd

	ALA	Pierce Co. District Library
Personnel - Total		
Professional	20 - 21	7
Non-professional	40 - 42	28.14

1.) A district library headquarters where it is not the library for the central community (in this case Tacoma) should not provide direct public service. Therefore its hours open are not comparable.

2.) There is no separate collection for young people. We can assume that at least 250 titles of the adult collection are suitable for young people.

3.) No breakdown is given branch by branch of non-professional hours. From the hours open we can say no outlet is adequately staffed by either professionals or non-professionals.

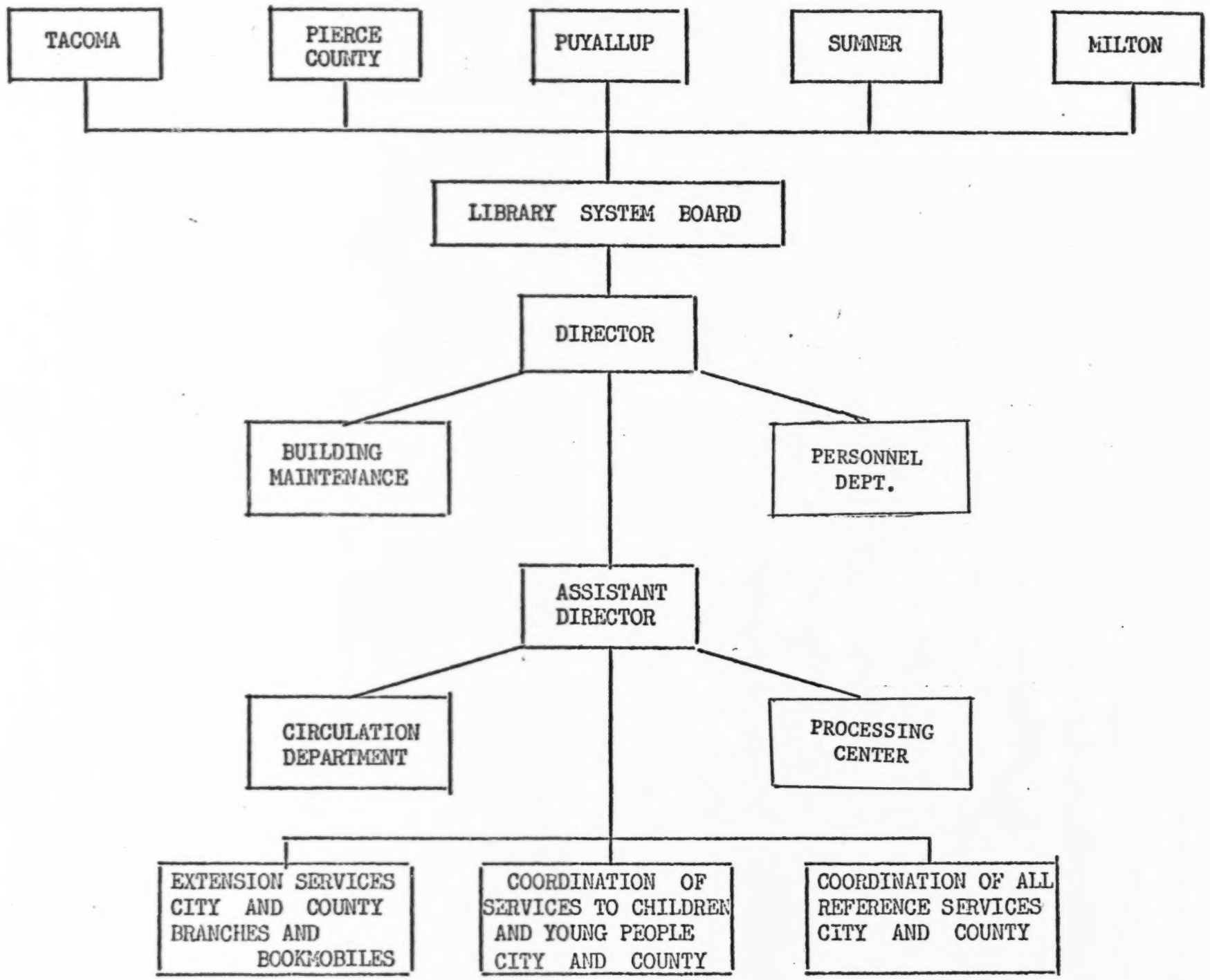
Measure of Future Programs

Under the present organizational pattern and limits of financial support, the libraries of Pierce County do not have much opportunity to plan for future improved programs. If the District Library will use the full two mill levy for its current program each year some progress will be made, notably in the enlargement and improvement of the book collection. The organization of the staff needs to be overhauled to make sure that the present professional staff is making its maximum contribution in service to patrons. The number of both professional staff and non-professional assistants should be increased.

As has been pointed out earlier in this report, the two mill ceiling for the support of district libraries in Washington is inadequate today. As the comparison of the King County and Pierce County District libraries shows where one district with a large population and a large assessed valuation may obtain a budget from its two mill levy which will approach minimum standards, the smaller communities will be unable to attain adequate budgets and should cooperate to provide a base to achieve standards. The two regional libraries shown on the chart have taken this route and are giving good service. It will be increasingly difficult for Pierce County Library District to serve its growing population alone.

All the findings of this survey point to the need for the amalgamation of the libraries of Pierce County into a library system which will furnish good service to all the people. This unification will not reduce overall costs, but it will make possible a more effective use of existing funds. It should be understood that the proposed merger, properly organized and administered, will in no way dilute or lower the standards now provided by the Tacoma Public Library. On the contrary the merger will strengthen the City Library in a number of ways to be shown.

So that the District Library will not make inordinate demands on the City Library's book collection, it will be necessary to increase its expenditures for


BOARDS OF TRUSTEES OF LOCAL LIBRARIES
TACOMA
PIERCE COUNTY
PUYALLUP
SUMNER
MILTON
LIBRARY SYSTEM BOARD
DIRECTOR
BUILDING MAINTENANCE
PERSONNEL DEPT.
ASSISTANT DIRECTOR
CIRCULATION DEPARTMENT
PROCESSING CENTER
EXTENSION SERVICES CITY AND COUNTY BRANCHES AND BOOKMOBILES
COORDINATION OF SERVICES TO CHILDREN AND YOUNG PEOPLE CITY AND COUNTY
COORDINATION OF ALL REFERENCE SERVICES CITY AND COUNTY

books and library materials by <u>at least</u> $50,000 annually over a period of approximately four years. This amount is presently on deposit in the Library District Reserve Fund and was saved from the two mill levy over the past several years to finance a district library headquarters building. The surveyors do not consider a headquarters building a priority at this time. They feel that the tragic deficiencies of the book collection have been brought about by the unwise savings from yearly maintenance funds and that a considerable portion of this reserve fund should be made available for the purchase of books and other library materials as quickly as possible.

The proposed merger as depicted on the accompanying chart provides for proper representation of participating libraries through a library system board which will govern the new library organization. (p. 41-A) The advice and counsel of the State Library will be most helpful in clarifying any legal or other details arising during merger discussions.

In connection with this proposed merger it is important to discuss changes which would be brought about in the organization and management of the Pierce County District Library. The merger could change completely the scope and design of the District headquarters facility in that the over-all administration of the combined libraries could operate under a Library System Board and be housed in the Tacoma Public Library. This large city library with its well organized catalog department and its specialized subject departments could, with some additional help, implement a processing center where all books for the system can be cataloged and insure in other ways, through coordinators who are specialists, improved service throughout the entire county. The services would be to children, young adults, business, government and the general public through better reference and reading guidance.

A centralized processing center is one of the first and most obvious advantages to be realized from a merger. Centralized ordering and cataloging

of books, because of the increased volumes of books handled, provides greater discounts in the price of books, speeds up the availability of new books and cuts the over-all costs of cataloging. A processing center will ultimately provide a complete union catalog of all books in the county, and so make possible quick location of any title which may be needed. Such a catalog is also a check on the proper duplication of titles and where individual copies are to be located.

If over-all administration of the library system were to be carried on from quarters in the Tacoma Public Library building it is clear that the District Library would not need a new headquarters building. In fact, if a merger is to be worked out a combined city and library district building is the most feasible way to consolidate library service for Pierce County.

Tentative plans are being discussed for an addition to the present Tacoma Public Library which would replace the old Carnegie Building. It would be feasible to incorporate into the plans added facilities which would provide space for the consolidated administration of the combined libraries.

It should be stressed that the District Library as presently constituted does not need additional space. If the book collection were to be systematically weeded, discarding a considerable number of old and no longer useful titles, and more of the still useful books were sent to branches where they would be accessible to the public, there would be ample room in the present quarters for the orderly performance of the work of servicing the District system. On a long range basis other facilities need to be planned but no steps should be taken to establish enlarged separate quarters until all avenues for closer cooperation with Tacoma Public Library have been explored.

In this connection it should also be pointed out that the proposed site for the District Library headquarters is not a suitable location for either the district headquarters building or a library for the Parkland community. The work

of the headquarters office is carried on most expeditiously close to government services and other library resources. This is why a joint building with the Tacoma Public Library would be the best solution. The selection of sites to serve communities is discussed later in these recommendations.

The organizational chart for the proposed merger indicates five new types of services which will serve both city and district. The centralized processing center has been described elsewhere.

The personnel department will provide city and district with standardized personnel administrative practices which have been recognized in federal, state and local government agencies. These practices include the maintenance of a position classification plan, equitable pay scales based on the position classification plan, and a system of merit rating. The ALA Standards state:

> In library systems with a staff of 75 or more, a personnel officer should be designated to perform the many duties of personnel management under the direction of the chief librarian.

Since the Tacoma Public Library is not presently furnishing this service for its staff, and since the combined personnel for Pierce County will greatly increase the total staff involved, this service needed now will be increasingly needed under the merger.

Extension services through an extension department will also be a joint service for city and district not presently being furnished by either. The six city branches appear to be reasonably well located and to be providing good service to Tacoma citizens. However, a joint extension service will provide continuing study of the extension needs of both city and county, and will make possible planning for population growth and expansion and for coordination between city and county before annexations to the city may take place.

The location of district community libraries needs much study and further library development in the district must take into consideration the population projection for the county. There is evidence that some of the district libraries have been located because of availability of site or building rather than convenience of use by the community. A good example is the proposed site for the combined District headquarters building and a library for the Parkland community. This site is poorly located for a community library since it is far removed from the center of community activity. Here especially community leadership is needed before a site is determined.

The present policy of requiring the communities served by the District library, whether incorporated or unincorporated, to provide the building and its maintenance over and above the two mill levy, makes it imperative to develop community interest in seeing that the location and capacity of their library building be such that maximum service can be carried out. To this end Friends of the Library groups will be needed and their development should be encouraged by the library.

It will be necessary to provide centers where good sized libaries are staffed and stocked to serve a given section of the county. There are communities where population clusters of 20,000 and 45,000 people justify larger facilities equipped to give the range of services such as thos provided by "regional" branches being developed in large municipalities and in large district libraries.

Bookmobile service will be needed in city and district. In the city bookmobile service can serve readers where branch libraries cannot be justified as yet. Joint bookmobile service will be more economical, as a bookmobile can shuttle back and forth across the city and district lines, thereby saving time by condensing routes and schedules.

The two coordinating departments providing for coordinating of work with children and young people and for coordinating of reference service, are coordinating agencies rather than administrative departments. The Tacoma Public Library has a successful program of work with children and a coordinator of work with children and young adults can provide assistance and stimulation in the development of story hours, vacation reading clubs, discussion groups, etc. The coordinator can offer in-service training at the community level, where interested people can be trained to carry on these activities.

A coordinator of reference service would be responsible for developing a high level of reference service throughout the entire library system. The more difficult and obscure reference requests would be quickly channeled to the departments capable of handling them. The services of the coordinators would be available to the subject departments to help interpret and inform the public as well as all the service outlets of the total scope of the informational services available.

STANDARDS OF PHYSICAL FACILITIES

The introductory statement regarding physical facilities in the ALA's Public Library Service; A Guide to Evaluation with Minimum Standards identifies the public library building as "a symbol of library service". It should offer the community "a compelling invitation to enter, read, look, listen and learn". This is equally true of bookmobiles and small libraries in local communities.

The A.L.A. Standards emphasize that "a library is not a building but a service organization." The pattern of service which is rendered will determine the nature of the physical facilities which are needed. It follows, therefore, that there is no one standard building for public library operation. Each building is likely to be different, and its differences should be directly related to its service programs.

ADEQUACY OF PRESENT FACILITIES

When, over a period of less than 20 years, a savings fund of more than $400,000 (amassed out of current tax income intended for current expenses) has been

accumulated for a Pierce County District Library headquarters, the need for such a building is naturally uppermost in the minds of District Library trustees, staff and library minded citizens.

Instead of spending at least 20% of total income annually required for badly needed books and other library materials in a newly organized library, but 7, 8, and 9% of this total income was spent (1954, 1955, 1961) and never more than 13% between 1953 and 1963. Even in 1964, with book prices constantly rising, only 16% of income was spent for books and materials. Further savings were achieved through inadequate staffing and low salaries.

The tragic irony is that the Pierce County District Library does not need new headquarters building as a first priority. When new and usable books presently housed in the headquarters office are sent to community libraries where they ought to be and the remaining collection is weeded for obsolete, worn-out materials, relatively few books will remain in the central office.

In addition a rearrangement and streamlining of present office space will contribute greatly to more efficient work-flow. Changes and rearrangement in the furniture and equipment of the catalog department and a complete reorganization of the main room are called for. Space is grandly wasted in the central room, thousands of unnecessary steps taken, time-stealing motions repeated endlessly. Since community library service extension is the main business of the headquarters office that business should be carried on in the main room as far as possible. We observed employees going back and forth at tasks that should be combined in one spot. There is no lack of space at 210 St. Helens for current needs. The office is strictly a "wholesale house" supplying district library service points - community libraries, stations and the like - as a wholesaler supplies his retail stores. No one would think of "dropping in" at a wholesale grocer's establishment to buy a can of peas. In like manner no over-the-counter book circulation is to be carried on in a district library headquarters. Space in the headquarters office is still not at a premium. What has been lacking is a well organized use of the room available.

CURRENT HEADQUARTERS BUILDING PLANS

In the spring of 1965 the District Library Board purchased property in the unincorporated suburb of Parkland from the County Commissioners for $20,900 as a site for a combined Headquarters-Parkland Community Library building.

Dubbed the Old Gravel Pit Property for want of a better name, this undeveloped land lies several blocks west of Pacific Avenue and south of Tule Lake Road, rather isolated except for some modest homes, PLU's golf course visible to the north, a school off to the south in the distance, and blocks of abandoned gravel pit overgrown by weeds here and there. Despite various inquiries the surveyors were never able to discover just why the District Library Board had purchased this ex-gravel pit for library purposes. Even though totally devoid of any engineering training the survey team immediately recognized the additional costs that would be entailed by any construction on this type of land.

Needless to say, the Parkland property is wholly unsuitable and is NOT RECOMMENDED either for a headquarters building for a community library to serve the residents of Parkland. The latter's needs are discussed in detail below.

FUNCTIONS OF A DISTRICT LIBRARY HEADQUARTERS BUILDING

To clarify the property's unsuitability further, the functions of a District Library headquarters office, to be housed in a headquarters building, must be analyzed. This report has referred to the "wholesale house" functions of a headquarters building in obvious contrast to the use made of public library buildings generally. NO PUBLIC SERVICES are offered from a headquarters office, so architecturally a headquarters building resembles a loft structure. It is no civic adjunct to which residents "point with pride."

To move the District Library offices from 2nd Street, close to the center of the city, ten miles out to 130th Street and beyond into what is obviously being developed as a residential area is to remove the "wholesale house" out of convenient reach

of its "retail stores". Those who have business at the headquarters office will need to travel many unnecessary miles, both time consuming and burdensome as traffic increases on Pacific Avenue. When no longer based in Tacoma, bookmobiles will need to backtrack up and down Pacific Avenue instead of completing trips on well laid out routes with as little double travel as possible. All mail, express and freight must first go through Tacoma to reach Parkland, instead of having city delivery, a further unnecessary delay.

Placing the headquarters building into an outlying suburb will also mean a constant waste of headquarters staff time and energy, as staff members travel between the office and the Tacoma Public Library for consultations, joint staff meetings, exchange of books, use of library tools, etc. At present the headquarters office is within walking distance of the Tacoma Public Library, thus causing a minimum loss of man-hours.

Close proximity to the seat of government, as well as to the area's largest library, is essential for a library office providing county-wide service. It is essential to keep in touch with community needs of which various divisions of county government are constantly aware, with special county projects, with county officers and heads of county departments. This is particularly vital in Pierce County where more persons live in county territory than in Tacoma. As a good example of this proximity to government, we can cite the headquarters of the Los Angeles County Library, fifth largest circulation in the USA, located in the County Administration Building, approximately one mile from the Los Angeles Public Library. Time, money, energy and services are thus conserved.

PRUDENT MANAGEMENT RELATED TO A HEADQUARTERS BUILDING

The section on Fiscal Structure points to the five-fold duplication of many library activities, not directly connected with person-to-person service to readers, which exists in Pierce County today. As soon as the five boards of library trustees complete legal arrangements to eliminate such unnecessary duplication and consolidate these operations to achieve better use of available funds, the scope and design of any headquarters facility would certainly change materially.

Should the District Library be forced to vacate present quarters soon due to lease expiration, the availability of commercial space should be explored or the possibility of finding quarters in a building on a rental-purchase basis. (RCW 39. 130.101), until such time as a final determination of the future operational pattern of the library program for all of Pierce County will be clear.

In line with the overall effort to eliminate all possible duplications, it is strongly RECOMMENDED that the Library District and Tacoma Public Library join forces in order that there be one headquarters library to house all the administrative and advisory services for the combined programs. The housing of these services could be accommodated by an addition to the present Tacoma Public Library. All community services, whether bookmobile or branch library services, city or district, would be handled from this one service point as a "wholesale house" for libraries. This merging of like activities reduces needless duplications in resources allowing for the development of greater depth. The facility would house the technical processes and other "behind-the-scene" activities common to all libraries.

COMMUNITY AND NEIGHBORHOOD (BRANCH) LIBRARIES

On August 1, 1965, the City of Tacoma was maintaining six branch libraries in addition to the Central Library - Fern Hill, McCormick, Mottet, Moore, South Tacoma and Swasey. The survey team was able to visit too few of these branches to report any recommendations. These buildings range in age from McCormick erected in 1927, to Swasey Branch, the newest one, built in 1960. The oldest in point of service is South Tacoma operating out of a building opened in 1959.

The branch libraries seen by the surveyors were attractive and well maintained. Fern Hill and Mottet had been enlarged.

While the majority of the branches are well located from the standpoint of foot traffic, parking facilities and general accessibility to area residents, not all have been so fortunate. Many years ago the donor of the Mottet Branch chose

its location because it was the spot to which he and his bride used to ride on horseback to admire the sunset! Needless to say, other locations have been chosen from a less romantic but more pragmatic point of view.

The erection of a permanent branch building as a neighborhood library is a much costlier undertaking for municipal government than formerly, especially since an annual circulation of 75,000 books is currently being considered the minimum desirable for economical full-scale branch library operation. Additional facilities are undoubtedly needed in the City of Tacoma but future plans should evaluate all branch and community library housing needs for the entire area of Tacoma and Pierce County together. The present mobility of library patrons practically requires this unified approach to community library service outlets.

DISTRICT LIBRARY COMMUNITY SERVICE POINTS

The District Library supplied library service to 25 communities:

Anderson Island
*Brown's Point
*Buckley
*Dash Point
Eatonville
*Gig Harbor
Home-Lakebay
Key-Peninsula
*Lacamas
Longbranch
Longmire
McNeil Island
*Midland
Mt. View Sanitarium
Orting
*Parkland
Pierce Co. Jail
Purdy
*Roy
*Steilacoom
*Tenzler (Lakewood)
Tillicum
*University Place
Weyerhaeuser
Wilkeson

*Visited by surveyors

From the standpoint of housing eight library centers are in community halls, six in town halls, seven in library buildings or rented quarters (University Place), one each in a school, a sanitarium, a county jail, and on McNeil Island.

The Gig Harbor and the Tenzler (Lakewood) library buildings are new and very attractive. The Gig Harbor Library building is especially well located; indeed, a model location for all future community libraries.

The most distressing housing situation was found in the unincorporated suburb of Parkland where an old quonset hut, purchased by the Kiwanis Club years ago, was serving as a community library for an estimated 14,000 persons.

PARKLAND'S NEEDS FOR A COMMUNITY LIBRARY BUILDING

Like many suburban developments, Parkland is a "row town" community stretching along Pacific Avenue. There is no other major "business center", no town square to attract either automobile or foot traffic. Very few if any businesses are located off Pacific Avenue and then only around the corner. Anyone leaving Pacific Avenue in Parkland is generally going home, not to another store or business.

Community library service is a business, too, and needs to be as accessible as a dime store. Unlike a school which children must attend, no one is forced to visit a public library. If a library building then is erected in an out-of-the-way spot, even in the next block off Pacific Avenue, circulation never achieves its full potential and cost-per-circulation rises steadily, making the library a very expensive unit to maintain. So the statement of Joseph L. Wheeler, the nation's foremost library building authority, needs to be heeded: "Every new public library ....should be strategically located in the center of the major pedestrian shopping area, where busy stores flourish.... To get the best site which would be profitable in the long run....it may justifiably cost half as much as the building. It would be better to save on building costs than on site costs.... The public library should not be placed in or near a school or college, because these are almost always located away from pedestrian centers."[1)]

Parkland residents, living in unincorporated territory, have no legal basis for taxing themselves for library building purposes at present. Yet Parkland needs a new library building and needs it now. The death of Verne Ashford, the community's prime library supporter and library chairman of the Parkland Kiwanis Club, should be a challenge to the entire community to find suitable library quarters along Pacific Avenue as a fitting memorial to this staunch Friend of the Parkland Library, and either raise money to buy the property or secure sufficient funds by subscription to rent well-located space for at least two years. There are enough valid examples of community support for libraries in Pierce County that forming a Friends of the Parkland Library group should not be too difficult if

1) Wheeler, J. L. - The Effective Location of Public Library Buildings University of Illinois 1958. p.2.

enough people are informed of the need. Communities smaller than Parkland have tackled bigger library problems successfully.

The University Place Library now housed in a small space, one of the vacant stores in a small but attractive shopping center, was being well patronized at the time of the surveyors' visit. Here, too, the plight of library supporters living in the unincorporated territory of Pierce County was evident. Citizens have no legal means at present to provide library quarters via a taxation method. Experience in Washington has proved that the two-mill levy is insufficient to invent current income for library building purposes. It is hoped that voluntary gifts will continue to pay for rent and utilities at the University Place Library until means may be found to solve this continuing dilemma plaguing all district libraries throughout the state.

Special mention must be made of the Buckley Public Library, the newest member of the District Library system. Located in a community hall in a small but cheerful room, the library circulated more books in one month after joining the system than had been circulated in the entire previous year, according to the community librarian's report to surveyors. Buckley's Capital Improvement Program (1958) includes a separate public library building in its recommendations. It is to be hoped that this recommendation may be carried out in the near future with the library located in or very close to the center of town.

Puyallup Public Library

The new Puyallup Public Library, dedicated 1962 was in sharp contrast to all local library quarters seen in Pierce County except the Tenzler (Lakewood) Library and the Tacoma Public Library's new branches. The Puyallup Library building reflects the modern approach in library architecture and is well located, well lighted and well used as are the Tacoma Public Library branches.

The housing situation of the Sumner Library, in contrast, is desparate, indeed. The old home was inadequate as a public library 24 years ago, even though the present location is still excellent. However, according to information furnished the surveyors, unfortunate legal complications prevent the lot on which the old house stands from

being used in the future as a library site.

Milton's Public Library, established in 1959, is housed in two rooms of the new municipal building with a convenient separate entrance. Though not centrally located the new town library quarters are attractive, well lighted and cheerful.

Adequacy of Future Facilities

In the two decades since the District Library was established no community library study has been made. District Library "outlets" were established wherever there was sufficient community interest to warrant an outlet and a suitable location was offered. No planned building or development program was ever undertaken.

Today more people live in the territory served by the District Library than in the City of Tacoma. Continuing future library development by instinct and opportunity under those conditions would be both shortsighted and irresponsible.

Further, to make the most of such public funds as are now or may become available in the future and to avoid duplication, a thorough study of the total community library building needs should be jointly undertaken by the District and Tacoma boards of library trustees. This should be done at the earliest possible moment in order to make use of funds now available for special building surveys through the Washington State Library. Services of City and County Planning Department personnel would no doubt also be available for close consultation.

A joint study to avoid overlapping of service agencies between City and District libraries would need to analyze future population projections to 1976 as the usefulness of public library buildings is estimated over a 10 year period.

Included in the study should be an analysis of population characteristics showing the educational level of the adults who would use the community library; the median age of the population, and the distribution of the population throughout the community.

In considering branch or community library standards for a densely populated neighborhood, the area to be served by a given community library should no longer

be measured in a distance of miles but more properly in "travel time" by car. An estimated travel time of 5 minutes is the present norm rather than a measured distance of 1½ miles.

The survey should also include recommendations as to the financing of library buildings to be erected in unincorporated territory. Various methods under which a given unincorporated area may tax itself for library building purposes are being studied by the Washington Library Association. Legislation will no doubt be required, so the District Board and staff should keep in close touch with the study. Their individual and joint aid in arriving at means of removing the present untenable roadblocks to adequate housing of library services in unincorporated areas is urgently needed.

The study should further explore in detail and make recommendations concerning the combining of all non-public services of City and District libraries in a fully adequate addition to the present Tacoma Public Library. Any unnecessary duplication of such "non-public" library activities in two or more different buildings in Pierce County must be considered an extremely dubious expenditure of public funds. Such expenditures will be hard to justify before city and county taxpayers when sufficient money for improved library services is in such short supply, and as long as excellent possibilities do exist for a well-planned structure to be added to the present still relatively new Tacoma Public Library.

Sumner Public Library

The Sumner Board of Public Library Trustees is no doubt fully aware of its responsibilities as outlined on page 7, especially that the board carries the legal responsibility for the library. So its decisions on any recommendations made by the survey team in connection with the Sumner Public Library must be made objectively and solely in the best interests of all residents of the community which the board represents.

The survey team unequivocally RECOMMENDS that immediate steps be taken to provide an adequate, modern library building which is sorely needed. The services of a

building consultant are available now upon request to the Washington State Library. The consultant will help the Library Board and librarian develop cost figures, site location and in general give expert advice in all stages of planning.

Secondly, regardless of any building program it is RECOMMENDED that Sumner become a partner in the Pierce County District Library system, assuming the District takes steps to put its house in order. The analysis of the Sumner Public Library on page 10 indicates that it is a long way from achieving even the Interim Standards and hopelessly separated from the basic National Standards despite all local efforts.

Good service is the first and foremost problem to be solved, although the present physical plant will hinder any drastic or immediately noticeable service improvements and certainly prevent any maximum achievements. However, a new building without good service is a travesty.

Joining the system now will offer advantages to a building program. The space generally needed for behind-the-scenes activities will be available for public services; for example, more reading space, meeting rooms, etc. Under specific conditions federal construction matching funds are available to communities that are participating in library systems and this money may prove helpful in giving Sumner a truly adequate, functional library building.

Milton Public Library

Though the Milton Public Library, serving a population of about 2,500 people, may be adequately housed at present, new municipal buildings frequently become too small as the city's business grows. Then the library must find other quarters, often under great difficulty.

So the surveyors feel compelled to follow the same principles set down for the Sumner Public Library; namely, to RECOMMEND that the Milton Public Library again become a partner in the Pierce County District Library system, assuming the District takes steps to put its house in order. The survey team is fully aware of the causes for the withdrawal of the Town of Milton from the District Library in 1959, but "unsplendid isolation" is not the answer to Milton's public library service problems.

The analysis on page 10 indicates that both Milton and Sumner have made a real effort from the standpoint of millage equivalent to support their libraries, yet Milton is an even longer way from achieving the Interim Standards as the very lowest level of service for present-day libraries.

Should new quarters become imperative in the future they can be more economically provided if Milton is a member of the District Library system.

Bookmobiles as Traveling Branches

Countless thousands of Americans rarely see the inside of a regular library building. They consider their bookmobiles as community or branch libraries and expect the highest possible quality of service from them. For this reason bookmobile service from the Tacoma and Pierce County District libraries deserves and must have the same thorough study recommended for Tacoma and Pierce County Library District buildings. Bookmobile routes are as flexible as the vehicles are mobile and a complete coordination between all routes, city or unincorporated areas, should be sought and achieved.

SCHOOL AND PUBLIC LIBRARY RELATIONSHIPS

Discussions of the problems and solutions in school and public library relationships in an era of both a population and information explosion must by this time run into millions of words and thousands of pages of print. Miss Mae Graham, a widely known school library supervisor, expressed the frustrations of public librarians while also revealing the other side of the coin when she stated: "Parents are as frustrated as librarians in attempting to understand, not to mention, conquer, current school-library assignments."

Students interested in difficult technical questions, such as the electronic cleaning of dishes, the detailed mathematics involved in space flights and the like, patronize the adult sections of science and industry materials. Their parents, meanwhile, frequent the children's department to learn the rudiments of dish washing by infra-red rays, the simple fundamentals of the "new" arithmetic.

Miss Graham continued: "There are, I believe, fallacies regarding school users of libraries that have been so often repeated they are almost folk tales. I doubt that it is only Grades K-12 school users of libraries who do not know how to use all library tools; that they are the only ones who ever ask foolish questions, make unreasonable demands, mutilate a book, ask to have their work done for them; or that it is only a secondary school boy who meets a secondary school girl in the library.

"I know that not all 'foolish' assignments are made by teachers in elementary and secondary schools; anybody who has taken either undergraduate or graduate courses knows better. The school library patron is easily identifiable not because of what he wants, not because of his size, not because of his knowledge or lack of it, not because of his intelligence or lack of it, but because he comes to the library in increasing numbers; because dozens, perhaps hundreds,

of him are apt to be dressed alike, to run on the same schedule, and to be of an age which none of us has escaped."[1)]

User-Oriented Service

What Miss Graham is evidently inferring is that students are people, too, library users like all the rest. Were the "student" a chemist seeking out the latest information on permanent, sun-fast green and blue dyes, he would not stop until he had found the information and eager librarians would be ready to help him solve his problem. He would not care which library he used. Neither does the present day youth bound to search out his assignment. School, public, university and college libraries, even the highly specialized technical private libraries, are all the same to him, and, hopefully, he would appreciate guidance from an interested, knowledgeable librarian.

It is true that a public library is not a school library, and vice versa. The public library is there to serve the individual interests and informational needs of all ages. The school library is there to meet the needs of the school's teaching program. College and university libraries may be willing to serve younger students than those enrolled yet are barely able to meet the demands of their own students who, in turn, will again use the next library whichever it may be, if their own library cannot help them.

Were all library service supported by public funds (and, desirably, private as well) in a given area completely user oriented, each agency would allow an individual to move freely from one type of library to another until he discovers what he needs. Then the concept of community library service as against public library, school, college, university and special libraries would become a living reality. All public libraries would form one library system, all school, college and university libraries would cooperate within their sphere and with all other community concerned libraries. Vannevar Bush expressed the dilemma of all

1) A.L.A. Bulletin. September 1965. p. 737

libraries when he said:

> "The summation of human experience is being expanded at a prodigious rate, yet the means we use for threading through the consequent maze to the momentarily important item is the same as was used in the days of square-rigged ships."

As difficult as it may be, we must realize that the body of knowledge is now doubling every fifteen years with several million words added to the world's libraries every minute, and that future advances in science, medicine, technology, scholarship - in all fields in which new contributions are built on past discoveries - depend more than ever on the nature of the library and the flexibility of the librarian. This realization will also help to put the school and public library relationship matter in its proper perspective.

Local Efforts to Solve "Student Problem"

Obviously, librarians, board members and school officials in Puyallup were sufficiently concerned in the spring of 1965 to involve PTA members and others in a proposed joint study of student use of the public library. At the time of the survey in August the committee had not met but its finding may well pinpoint the most serious problems and offer some practical solutions which may be made available to other libraries and schools in Pierce County. The joint statement on school-public library relationships issued a few years ago by the Washington State Department of Education and the Washington State Library has also proved highly effective.

Better Use of All Libraries

In the course of the study, the survey team held a number of conferences devoted to school and public library relationships. Among those interviewed were Miss Eleanor Ahlers, State Supervisor of School Libraries; Miss Gladys Lees, Supervising Librarian, Tacoma City Schools; Dr. Angelo Giaudrone, Superintendent of Schools, Tacoma, as well as several other school librarians.

It appeared from these conversations that school librarians are aware that better use could at times be made of school libraries by relieving trained school

librarians of supervisory and detailed, seemingly endless piles of behind-the-scenes work, by greater centralization of "housekeeping" details. Some felt that too much emphasis has been placed on the physical size of the library, on the numbers of books available to the detriment of person-to-person, librarian-to-student-services.

Since the modern child is being bus-transported to and from school, students cannot tarry after school, so a more concentrated use of librarians' time with students must be made during the school day. An overuse of available materials for high school assignments was also mentioned.

From the standpoint of the public libraries in Pierce County, not a single library had personnel available to work exclusively as a liaison person between schools and public libraries. Joint meetings between school and public librarians were sporadic, if they were held at all. Yet such meetings or conferences could do much to smooth the learning process, reduce service problems and calm ruffled, even raw nerves. Certainly, Lester B. Ball, an active school librarian, summed up the school-public library relationships problem in this manner: "Through my work on this committee (considering school-public library relationships) I learned several things, the most important being that the starting point of the solution of our problems was for different kinds of librarians and school people to talk with one another. This in itself seemed to be an earth-shaking experience for all of us. Each of us thought we had the unfair end of the deal until we saw the other individual's problems."[1)]

The recently passed Elementary and Secondary Education Act will make available an increasing number of books in elementary and secondary school libraries, which in turn will affect the pattern of student use of public libraries. A greater degree of "togetherness" between teachers, public librarians and school librarians would be what Mr. Ball and the surveyors would recommend.

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1) A.L.A. Bulletin, Sept. 1965. p. 742

Specialized Services

The explosion of knowledge and the greatly increased outpouring of print has produced a need for more specialized information in all segments of a community. The pressure has resulted in more intensive development in major public libraries of special collections and the hiring of librarians with special backgrounds. Major public libraries are without question research agencies.

The pattern of special services in the public library varies somewhat although the development of special subject departments seems to be the dominent pattern. Such departments, whether in a single field such as music or in a broad grouping of fields such as business, science and technology bring together circulating and reference books, reports, documents, pamphlets and periodicals into a coherent grouping for the use of the public, including the ever growing number of citizens who are specialists in their field, and the individual who finds it necessary to explore a subject in some depth. Business and industry depend heavily on the public library even though they may be developing libraries to serve their specific research needs.

The demands upon the services can be so absorbing the department head is not able to schedule adequate time for contacts with the agencies and businesses in the community. Such contacts are essential to assure the maximum benefit is received from the money being expended on such services throughout the community.

The Tacoma Public Library has felt the full force of this demand for specialized information and has organized to take care of it to the best of its ability. Since the new building was opened in 1952 the adult work in the central building has been developed around four specialized departments: Business, Science and Technology; Fine Arts; General Services (History, Sociology, Education, Philosophy, Religion, Documents, etc); and Literature, popular library and Young Adult service.

There is evidence that this grouping of subject and staff has been well received. In fact, so well received that the demand has outrun the Library's ability to keep pace. It should be stated bluntly at this point that effective specialized service is not inexpensive. Highly priced technical material must be purchased and kept up to date. Staff with the necessary training and experience are difficult to find since well qualified people can often go into business or industry at salaries higher than the publicly supported library is able to pay.

Tacoma's plan of departmentation is economical in that the two largest groups of subjects - Business, Science and Technology and General Services have, in many libraries, been divided into two making six subject divisions in all as contrasted with Tacoma's four. Considering that both those departments in the Tacoma Library have several large subjects to cover in selecting books and in giving service, it is evident they are understaffed. In addition to the department heads, Business, Science and Technology has two assistants and one clerk. General Services has three assistants and three clerks. Literature has two assistants and one clerk and Fine Arts has two assistants and two clerks. The Tacoma Library is open 69 hours a week. For Business, Science and Technology this figures out at about 1 3/4 Professional assistants on duty each hour. However the schedule might be arranged, it is lean coverage and probably keeps the department head tied to the desk for much of her schedule. It is difficult to see where time is found for book selection and community contacts. Because of the importance of these services, and the registered demand for them, study should be made of ways to increase budgetary provision for their relief.

One possibility is direct participation in financing on the part of business and industry making the heavy demands upon the service. Another aspect is community utilization of the special libraries operated by business and industry. In some areas students are welcome to come and use the materials, although no direct loans to individuals are made.

One especially successful venture in financial assistance has been in operation between the Seattle Public Library and the Boeing Aircraft Company since 1929. The company has made an annual grant to the Seattle Public Library to permit the purchase of books on avaiation and allied fields in greater depth than otherwise would have been possible. Boeing Company policy was to recognize the continuing need of their own library at the plant for the immediate use of their engineers and staff but, at the same time, they realized the desirability of assisting the Seattle Public Library to develop its collection in depth as a community resource.

This annual grant has made possible the development of one of the strongest aviation collections west of the Mississippi which also includes much material on such subjects as electronics, metals and physics. Not only has Boeing made intensive use of this material, it is also in use by government agencies and other industries.

Pierce County, as a part of the Puget Sound Industrial Complex, will increasingly need access to these specialized resources of the Tacoma Public Library. Financial assistance to keep these special library resources growing in relationship to the needs should be considered an important investment in the development and growth of the total community.

The formation of a committee of representatives of business and industry and the Tacoma Public Library staff is a step to be commended. It is recommended that the committee be expanded to include representation of the other public libraries in the county.

Review of Problems and Suggested Solutions

The recommendations of this survey are explicately stated throughout the text. It is clear that library service to the poeple of Pierce County varies greatly throughout the County and, outside the City of Tacoma, ranges from inadequate to poor with some localities having no service whatever. Even the Tacoma Public Library does not have staff working directly and exclusively in personnel administration or in study and planning for extension of service to present or proposed branches or other outlets. Also, Tacoma does not currently have an assistant working exclusively with young adults.

The fifty-four percent of Pierce County residents living outside Tacoma are presently denied access to many of the most important books published each year. In addition, basic services generally provided by libraries such as specialized services to children and young people are either non-existent or so thinly spread to be quite inadequate. One children's service librarian endeavors to upgrade the service to children but it is impossible for one librarian to adequately handle this segment of service for over one-hundred thousand population. The Pierce County District Library, of course, is in particularly severe straits at present as for some years it has been saving a considerable amount of its annual levy to provide a building fund. It is fiscally impossible for communities the size of Puyallup, Sumner and Milton to provide budgets which will make minimum library standards possible.

The survey revealed that under the present organizational structure there is no opportunity to "maintain a high level of service to all residents of the entire area." It has further indicated that the only way "good library service may best be developed through prudent management of the funds in our charge" is through all-out cooperation by the amalgamation of all the libraries in the county into a library system governed by a system board representing the five libraries requesting this survey, with headquarters at the Tacoma Public Library.

As has been stated under Potential Fiscal Structure, the pooling of two mills by the five libraries would make approximately $700,000, based on 1964 assessments, available as a fiscal base for cooperative effort. The combined budget should pay better salaries, buy more books at better discounts, and offer a wider range of service than can now be achieved through five separate budgets. In each case funds would still be available to each city or town library for building maintenance and extra services as desired.

The surveyors see the prompt development of a library system for Pierce County as extremely important at this time and would caution that delay may make impossible some of the opportunities now open to the libraries of Pierce County. A good example is the possibility of combining the headquarters of the District Library with the proposed addition to the Tacoma Public Library. Today the planning for an addition is in the preliminary stage and it would now be possible to incorporate in the planning, space for all headquarters services of the District Library. Moreover, there are federal funds available for assistance in the construction of system library buildings. The State Library is presently working with library boards and librarians throughout the state on surveys of building needs.

It cannot be too strongly stressed that the over-all library development of Pierce County will be greatly advanced by one headquarters library which houses all the administrative and advisory services for the combined system. It will be too late after Tacoma has planned and built an addition solely for its own needs, or the District board has taken action on a separate headquarters building.

Since a merger such as is here recommended will take time and involve negotiations, it is strongly recommended that a joint processing center for all the libraries in the county be organized immediately as the first combined effort of all libraries. There are many successful processing centers in operation in the United States and many of them include independent libraries that have joined to

cut costs and speed up service. Thus this project would not commit any library in Pierce County to further involvement but would provide an immediate improvement in service.

As has already been pointed out, a centralized processing center is one of the first and obvious advantages in any form of library cooperation. Centralized ordering and cataloging of books provides greater discounts in the price of books, speeds up the availability of new books and reduces the overall costs of cataloging. In any long range cooperative plan, a processing center will ultimately provide a complete union catalog of all books in the county, and so make possible quick location of any title needed. This is a cooperative service rapidly being adopted by libraries, in or out of library systems, and should be put into effect by Pierce County libraries at the earliest possible date.

The organizational chart for the proposed library system includes the new positions which will implement the system and make possible the improvement of library service to all citizens of Pierce County.

In addition to the processing center already described, there will be the extension department which will have charge of extension service throughout Pierce County. Through this department continuing study can be made of good sites for new branches. Friends of the Library groups can be encouraged to help with these decisions and with financing. Bookmobile routes between county and city can be worked out. This department will be in close touch with the growth and shifts of population throughout the county and with the kind of service given in the various outlets.

The personnel department, directly responsible to the director, will handle all applications for positions in the system and will keep all personnel records for the staff. This will assure that there is a uniform classification and pay plan and that all personnel in the system work under the same conditions and have the same treatment.

The two coordinating services: children and young people and reference services will work closely with the excellent children's department and the well organized specialized departments of the Tacoma Public Library. Through these coordinators the District libraries throughout the county can be helped to improve and enlarge their programs. The coordinator in children's work can arrange for in-service training at the community level where interested people can be trained to carry on the activities of an enlarged childrens' program.

The coordinator of reference services would have responsibility for reference service for all branches and community libraries and would assist in upgrading the level of service and follow through on the more difficult and obscure reference questions.

While these coordinators would largely be working with city and town libraries, community outlets, bookmobile service, etc., they would also work closely with the various departments of the Tacoma Public Library and this interchange would benefit the entire library system. All residents of Pierce County have the same interests and problems and greater awareness of their needs will improve service in all outlets.

How much of the total improvements recommended here can be accomplished with the funds currently available cannot be stated categorically. Years of experience in studying library situations around the country and in seeing specific situations develop stronger programs as a result of combined operations, have shown that it is reasonable to say appreciable gains <u>can</u> be made within the funds now being expended. Library systems are no longer experimental and Pierce County has ample resources to build solidly for the future. The joining of forces does require considerable reorganization and readjustment of staff responsibilities. It is strongly urged the Library District and the Tacoma Public Library agree in principle on the direction they wish to explore in depth and request of the State Library assistance in specific analysis and planning.

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